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ABSTRACT

The Michigan Council on Vocational Education evaluated the coordination between vocational education and the service deliverers of the Job Training Partnership Act (JTPA) in the state in order to comply with the mandates of the Carl D. Perkins Vocational Education Act of 1984. The purpose of the study was to describe the structure and job training activities taking place in each service delivery area (SDA) and, where appropriate, the participation of vocational education, thus resulting in a statewide case study. The statewide data were compiled based on interviews with administrators responsible for implementing vocational education and JTPA in each of the state's 26 SDAs. The statewide case study includes aggregate information on the JTPA Title II-A 78 percent adult and youth programs, the 8 percent education coordination and grants program, and the perceptions of the overall coordination between vocational education and JTPA from all of the 26 SDAs for program year 1986. From the research, the council determined that the coordination between vocational education and JTPA including the use of the vocational education program delivery systems for training is as varied as any continuum. In some SDAs, the vocational educators and job training providers have achieved effective results, and in others coordination is minimal. Based on the study, the council made recommendations for changes in the Perkins Act and JTPA legislation and in state agency cooperation. (KC)

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STATEWIDE CASE STUDY ON THE STATUS AND COORDINATION BETWEEN THE

CARL D. PERKINS VOCATIONAL EDUCATION ACT

AND THE JOB TRAINING PARTNERSHIP ACT

MICHIGAN COUNCIL ON VOCATIONAL EDUCATION

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STATEWIDE

CASE STUDY ON THE STATUS AND COORDINATION BETWEEN THE CARL D. PERKINS VOCATIONAL EDUCATION ACT AND THE JOB TRAINING PARTNERSHIP ACT

by

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Prepared for the

Michigan Council On Vocational Education

November 1987

Special Recognition

The completion of this Case Study took a significant commitment by numerous individuals.

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Introduction

Strong legislative mandates presently exist in the Job Training Partnership Act (JTPA) of 1982 and the Carl D. Perkins Vocational Education Act of 1984 calling for coordination between vocational education and job training providers. Not only are the two groups required to coordinate, but state agencies must direct the use of the 8% JTPA set-aside funds for coordination between education and job training providers of which vocational education is a component.

The Perkins Act (P.L. 98-524) mandates the State Council on Vocational Education to evaluate at least once every two years:

- "The vocational education program delivery systems assisted under this Act, and under the Job Training Partnership Act, in terms of their adequacy and effectiveness in achieving the purposes of each of the two Acts and
- Make recommendations to the State Board on the adequacy and effectiveness of the coordination that takes place between vocational education and the Job Training Partnership Act and
- Advise the Governor, the State Board, the State Job Training Coordinating Council, the Secretary, and the Secretary of Labor of these findings and recommendations." Section 112(d)(9).

Since the Michigan Council on Vocational Education was addressing the Perkins Act mandate for the first time, there was a need to determine baseline information on the status and coordination between vocational education and the service deliverers of the Job Training Partnership Act in Michigan. The Council believed that the status could best be determined by conducting interviews with the primary actors involved in implementing Vocational Education and JTPA in the twenty-six Service Delivery Areas (SDAs).

The purpose of the study was to describe the structure and job training activities taking place in each SDA and where appropriate, the participation of vocational education, thus resulting in a Statewide Case Study. This Statewide Case Study has been compiled based on information provided by each SDA in their individual case study and should be used by state officials for future planning to enhance effective coordination. The results of this study may also be useful as a technical assistance tool for local providers.

Procedure

Given the scope of the Study, the Michigan Council on Vocational Education (MCOVE) provided Mr. Ned Sutherland, from Lewis Cass Intermediate School District, a grant to conduct the Study. Mr. Sutherland is the Vocational-Technical Specialist for Cass County (Career Education Planning District 48), the Designated Education Planning Entity (DEPE) for the JTPA 8% funds and a member of the Berrien-Cass-VanBuren Private Industry Council (PIC), for the JTPA Service Delivery Area (5).

Also, a "Tripartite Committee" was established at the request of Mr. Phillip Power, Chair of the Michigan Job Training Coordinating Council. This Committee was formed to review the Case Study questions and the procedure for the conduct of the study. The Committee had representation from the Michigan Job Training Coordinating Council (MJTCC), Michigan Job Training Partnership Association (MJTPA), and the Michigan Council on Vocational Education (MCOVE). Assistance was provided to the Committee by staff from the Governor's Office of Job Training (GOJT), Michigan Department of Education (MDOE), Michigan Department of Labor (MDOL), and the study director from the Lewis Cass Intermediate School District.

Interview questions were developed for PIC members and administrators of: SDAs, 8% coordination funds, and vocational education. Two project consultants were trained to conduct the on-site interviews. The interview questions were field tested in three SDAs and appropriate revisions were made. The Michigan Council on Vocational Education mailed a memorandum on October 30, 1986 to all of the remaining SDA directors inviting them to participate in the Case Study. The on-site interviews took between three and four hours and the remaining information was gathered from the two-year plans, 8% education plans, offices of the Department of Education and Department of Labor. The Council is pleased to report that all 26 SDAs participated in the on-site interviews.

The Statewide Case Study includes aggregate information on the JTPA Title II-A 78% adult and youth programs, the 8% education coordination and grants program, and the perceptions of the overall coordination between vocational education and JTPA from all of the twenty-six SDAs for program year 1986 (1986-87), except where indicated otherwise. Another publication to be produced as a result of this study is a resource guide which will include the complete Case Study from each of the twenty-six SDAs and should be a useful technical assistance tool for vocational educators and job training providers to increase coordination efforts.

It should be noted that the federal legislation does not provide any operational definitions for the terms "coordination," "adequacy," and "effectiveness." For the purpose of this Study dictionary definitions were used to define these terms and they can be found in Appendix A.

Limitations of the Study

Data presented in the Study have six limitations which need to be recognized prior to reading the results of the Study. Those limitations are as follows:

First, the interviews were conducted from October 1986 - April 1987. The majority of data collected was for program year 1986 (1986-87). However, there are some instances where data from another year had to be used, i.e., achievement of performance standards.

Second, the Study provides data, information, and perceptions for a given point of time and does not reflect changes that occur throughout the year, i.e., unfilled vacancies on the PIC, or SDA incentive grants had not yet been programmed.

Third, there were no precise definitions for all of the terminology used in the interview questions. When clarifications were requested, every effort was made to provide dictionary definitions at a minimum.

Fourth, the Study was limited to information available and released to the Study staff. The actual provider of training services may not be visible due to subcontracting, i.e., an intermediate school district may subcontract with a variety of educational agencies for services.

Fifth, data was not available or conducive to the format used in the Study by ten of the service delivery areas and therefore some of the findings do not reflect the total state picture. However, these sections and charts have been identified.

Sixth, all SDAs were provided with a copy of their individual Case Study and requested to review for errors or missing information. Some SDAs did not respond and an assumption was made that these Case Studies were accurate.

Background

Job Training Partnership Act (P.L. 97-300)

The Federal Job Training Partnership Act was signed by the President on October 13, 1982. The purpose of this Act is to establish programs that will prepare youth and unskilled adults for entry into the labor force and to afford job training to those economically disadvantaged individuals and other individuals facing serious barriers to employment, who are in special need of such training in order to obtain productive employment.

The Governor is responsible for establishing coordination criteria, based on recommendations from the State Job Training Coordinating Council, to be used by state and local job training programs. All other related activities are administered through state agencies with assistance from the state council.

Title II of the Act specifies that 90% of the participants be economically disadvantaged. At least 40% of Title II-A funds must be spent on youth, with AFDC recipients and school dropouts being served on an equitable basis.

The legislation sets aside 22% of the Title II-A funds for state level programs and administration, while 78% goes directly from the State by formula to the SDAs for local programs. No more than 30% of the SDA funds may be used for administration and support services. Also, only 15% of the total SDA funds may be used for administration. The remaining 70% of funds are used for training activities such as: assessment, classroom training, on-the-job training, and placement services.

Of the 22% funds for state level programs, 6% is for incentive grants to SDAs meeting performance standards, 3% for older workers; 8% for education coordination and training, and 5% for administration and special programs.

JTPA Structure in Michigan

The Governor has designated 26 Service Delivery Areas. Service Delivery Areas are the geographical boundaries through which job training services are delivered. The partnership in each Service Delivery Area is between the Private Industry Council members and Local Elected Officials. Some of their responsibilities include policy direction and oversight of local programs, the development of the two-year JTPA plan, and selection of service providers.

The source of funds for SDAs is almost entirely federal (JTPA). In addition to federal funds, SDAs often administer state programs such as the Michigan Youth Corp and Project Self Reliance. However, these state funds are very small in comparison to the federal funds.

At the state level, the Michigan Job Training Coordinating Council (MJTCC), acting on behalf of the Governor, sets policy for the Title III dislocated workers program, the 3% older workers program and monitors JTPA performance through the Governor's Office for Job Training (GOJT) and the Michigan Department of Labor, Bureau of Employment Training.

Carl D. Perkins Vocational Education Act (P.L. 98-524)

On October 19, 1984, the Carl D. Perkins Vocational Education Act was signed by the President to continue Federal assistance for five years, through fiscal year 1989. The Vocational Education Act has two basic objectives. The first objective is to expand vocational education programs to all persons, including special populations. The second objective is intended to increase the quality of vocational education programs in order to give the Nation's work force the marketable skills needed to improve productivity and promote economic growth.

The State Board for Vocational Education is responsible for the administration of the vocational programs described in the State Plan. The Board, through the State Director for Vocational Education, coordinates the development and implementation of the State's program evaluation activities, and consults with the State Council on Vocational Education and others on the way the Act will be put into effect.

Fifty-seven percent (57%) of the basic state grant goes for programs and services to those with special needs, requiring additional support in order to succeed in the vocational education system. Funds are distributed as follows: 10% for the handicapped; 22% disadvantaged students and those with limited proficiency in English; 3.5% to eliminate sex stereotyping in vocational education; 12% for adult training and retraining; 8.5% for single parents and homemakers; and 1% for prison inmates. The remaining 43% of the grant goes to initiate, improve and expand programs and services to students.

The law also calls for coordination with JTPA including a requirement for local agencies to describe planned coordination between vocational education and JTPA programs in their application for assistance to the State Vocational Education Structure.

Vocational Education Structure in Michigan

At the local level the vocational education secondary system consists of 421 local school districts and 57 intermediate school districts that operate about 2,300 wage-earning programs in local schools and 56 area vocational centers. Postsecondary vocational education is delivered through 29 community (two-year) colleges and 2-year programs housed in three 4-year institutions.

For planning purposes there are 53 Career Education Planning Districts (CEPDs) in Michigan. A CEPD is a group of educational agencies, including K-12 districts, and intermediate school districts, located in geographical proximity of one another and organized to provide a delivery system that encourages a comprehensive, cohesive, and well-coordinated career education program in the State.

Funding for vocational education involves several sources. The expenditures of secondary vocational education cost about $160 million annually in local, state and federal funds. Of that total, about 71% is local, 19% state, and 10% federal. Postsecondary vocational education expenditures are estimated at 95 million. Of this amount, about 41% is state, 9% federal, 23% local, and 27% tuition.

At the state level, the Michigan State Board of Education serves as State Board for Vocational Education. It is responsible for secondary, post-secondary and adult vocational education. It employs a staff, the Vocational-Technical Education Service (VTES), to implement federal and state vocational education programs. The State Board of Education receives recommendations from the Michigan Council on Vocational Education and the State Board for Public Junior and Community Colleges relative to vocational education policies. The Board also administers the JTPA 8% Educational Coordination Program which is implemented by staff from the Adult Extended Learning Services Unit.

While the State Board of Education leads and supervises all public education, the State Constitution vests responsibility providing for the operation of a free public education system in the Legislature. The Legislature, by statute, has established an educational system operated by locally elected autonomous boards. These boards have the authority to establish the curriculum and determine local financing through a voted millage on property. The roles of the public education agencies (K-12, ISD, CC), as authorized in state law, permits each to operate vocational-technical programs.

It should be noted that the geographical boundaries for delivering education and JTPA are not coterminous. A JTPA service delivery area may contain numerous local school districts, 0 - 4 community colleges, and one or more Career Education Planning Districts and Intermediate School Districts. However, CEPDs and ISDs in most cases follow county boundaries.

JTPA Title II-A - Adult and Youth Programs
(1986)

I. 78% FUNDS

These JTPA funds are allocated to the 26 Service Delivery Areas (SDAs) by formula and are used to provide administration, support services and training for economically disadvantaged individuals 16 years of age and older and other individuals facing serious barriers to employment.

SUMMARY OF THE FINDINGS

A. ADMINISTRATION AND ORGANIZATION

- JTPA requires the establishment of a Private Industry Council (PIC) in each SDA. The chief elected officials (CEOs) within each SDA appoint PIC members. At the time the study was conducted, the private sector represented 54% of all members, Education 14%, Labor 8%, MESC 4%, Community Based Organizations 6%, Economic Development Agencies 5%, Rehabilitation 4%, and Others represent 5%. Although Education is well represented on the PICs, vocational education, specifically secondary directors and postsecondary occupational deans, are not represented on 11 of the PICs. (See Chart #1, page 11 for Composition of PICs.)

- The Administrative Entity for each SDA is selected by the PIC and CEOs. The majority of SDA administrative entities/grant recipients were organized under a governmental entity, i.e., a county or consortium of counties. Two PICs have incorporated and in one case, an intermediate school district is the administrative entity.

- An agency either in the public or private sector is generally required to submit a proposal in response to a Request for Proposal (RFP) process to obtain contracts from the SDAs administrative entity. These RFPs may be for economic development activities, classroom training, assessment, placement, etc. The RFP process has been developed in all 26 SDAs. It varies in each SDA, but generally covers a range of activities from the advertising of the RFP process to the signing of the contract. The majority of SDAs have an 8 to 10 step process. An example of the RFP is as follows:

  a. Advertising in the newspaper . . . . . January
  b. Distribution of RFP to subcontractors. . . . . January
  c. Pre-Proposal Conference . . . . . January
  d. Proposal due date . . . . . February
  e. Completion of proposal evaluation by staff . . . . . March
  f. Program Committee evaluation . . . . . April
  g. Executive Committee evaluation . . . . . April
  h. PIC General Session evaluation . . . . . April
  i. Completion of contract negotiations . . . . . May
  j. Signing of contracts . . . . . June

Some SDA staff indicated a lack of interest by vocational educators in applying for contracts, while vocational educators identified a lack of information and technical assistance on how to apply for contracts.

- The U. S. Department of Labor has mandated that a JTPA client complete a survey 13 weeks after termination from the program. This follow-up system was completed by telephone, mailings, and on-site interviews. Four SDAs are giving special incentives to JTPA clients to complete the follow-up survey. Prior to the U.S. DOL 13-Week Follow-Up System, 19 of the SDAs had a follow-up system ranging from 30 to 90 days.

- Federal performance standards are used to assess program effectiveness. They emphasize return on investment, quality of training and placements, and reduction of welfare dependency. There are seven (7) performance standards for each SDA to achieve annually. For program year 1985: 100% of the SDAs accomplished the youth entered employment rate, 96% accomplished the youth cost per positive termination, 88% accomplished the youth positive termination; 100% accomplished the adult entered employment rate, the adult cost per entered employment, and the adult welfare entered employment rate; while 62% of the SDAs accomplished the adult average wage at placement. The majority of SDAs require subcontractors to meet the applicable performance standards.

B. SUPPORT SERVICES

- A portion of the 78% funds can be spent for support services necessary to enable a person to participate in a training program. Transportation was provided by 16 of the SDAs, while the remaining SDAs obtain some funding for JTPA clients through the Department of Social Services. Child care services and clothing was supported by the Department of Social Services in 22 of the SDAs.

- Trade Fairs and Career Days were coordinated with vocational education agencies in 10 of the SDAs.

- Employer Guides were developed, printed and distributed to business and industry personnel by 4 of the SDAs.

- Community Growth Alliance (CGA) and SDAs were coordinating activities in economic development, small business assistance, and federal procurement. At the time of the Study, the Community Growth Alliance was not in operation in 3 SDAs, while in 2 of the SDAs, the SDA was the administrative entity and grant recipient for the CGA. In one unique situation, a community college operates the Community Growth Alliance. Community Growth Alliance activities were coordinated by the other 21 SDAs.

C. TRAINING

- The assessment process of JTPA clients were conducted by 14 of the SDAs, while 6 were contracted to various agencies. Another 6 of the SDAs used a combination of the two methods. Local school districts and ISDs were processing the youth clients for the 6 SDAs which utilized the combination process. Both SDA staff and vocational educators indicated that the intake and assessment requirements and processes were too stringent and clients became discouraged.

- Program evaluations, monitoring, and tracking of clients from intake through placement were completed by all SDAs utilizing the Management Information System.

- Only 12 of the SDA Individual Classroom Training Contracts included a guidance and counseling component.

- Sixteen of the SDAs were directly operating On-The-Job Training Programs while 10 were operated by Community Based Organizations.

- Placement services for JTPA clients were being subcontracted as part of a training contract by 11 SDAs and in another 10 SDAs a combination of subcontractors and SDA staff were utilized. Only 5 of the SDAs did all the placement services. Both SDA staff and vocational educators indicated some overlap in placement services.

- Specialized Training Programs for Targeted Populations and the number of SDAs providing them are listed below (see Chart #2, page 12):

  21 Handicapped Programs*
  18 Career Exploration and Employment Programs
  18 Customized Training with Business and Industry*
  18 Youth Dropout Programs
  17 Adult Dropout Programs
  16 Offenders Programs*
  14 Try-Out Employment
  10 Teen Parent Programs*
  7 Developmental Programs
  3 Partnership with Foundations

  Increased coordination between Perkins Act funds and JTPA could occur through joint planning of programs denoted by the asterisk. For example, vocational education agencies are eligible for Economic Development Training Funds ("Quik Start"-Perkins Act funds) to operate job training programs custom designed for business and industry. Almost all of these programs were coordinated with the SDA staff for identification and assessment of clients.

- Hard-to-Serve programs were operated by 10 SDAs. It should be noted that at the time of the study, members of the employment and training community had raised concerns regarding the impact

of the JTPA on serving the "Hard-to-Serve." "JTPA's emphasis on placement outcomes and cost per placements for all individuals failed to fully acknowledge that many individuals with multiple needs required more comprehensive services before they were ready for entry into the labor market." (Task Force Report)

In the spring of 1987, the Michigan Job Training Coordinating Council approved a report with seven recommendations by its Task Force on the "Hard-to-Serve" which also included a revised definition and a focus on integration of resources to meet the needs of this group.

The following findings are based on data from 16 of the 26 SDAs (see Chart #3, page 13):

- Performance based contracts made up 86% of the contracts for training services subcontracted by the SDAs.

- Public education agencies received 42% of the subcontracts for training services. Public education agencies included: K-12 school districts (21%), vocational centers (3%), community colleges (8%), four-year colleges/universities (3%), and intermediate school districts (6%).

- Vocational educators found performance based contracts very restrictive given the policies and procedures of their educational agencies over which they had little or no control (i.e., fixed budget, fixed costs, teacher contracts, instructional time). Many PICs and SDA staff consider educational agencies too inflexible for the same reasons. It therefore became easier for either group not to contract with the other.

- Private schools received 38% of the contracts for training services, while community based organizations and government agencies received 20% of the contracts.

The following findings are based on data from 16 of the 26 SDAs (see Chart #4, page 14):

- Classroom training for JTPA youth and adults was obtained from seven types of providers: private schools (62%), community colleges (11%), high schools (9%), vocational centers (8%), four-year colleges/universities (4%), community based organizations (4%), and rehabilitation centers (2%).

- Remedial education (paid as part of a contract) has been initiated in some SDAs and was delivered by high schools, community colleges, and private schools.

- Placement services that were not provided directly by SDAs were generally delivered by high schools, intermediate school districts, private schools, and community based organizations.

- Employability Development Skills and Job Club programs were primarily delivered by public education agencies.

PRIVATE INDUSTRY COUNCIL MEMBERSHIP COMPOSITION*
(1986)

Name of SDA	PIC Total Members	Business	Industry	CBO	Labor	DSS	MESC	Rehab.	Education	Econ. Dev.	Govt.	Other
1. Ottawa/Allegan	20	10		1	2		1	1	3	2		
2. Region 7B	19	6	3	1	1	1	1	1	3**	1	1	
3. Barry/Branch/Calhoun	33	10	7	1	3	1	1	1	4	5		
4. Saginaw/Bay/Midland	46	14	10	3	4	1	1	3	7**	3		
5. Berrien/Cass/Van Buren	31	9	10	2	1	1	1	2	5**			
6. Six County Central UP	27	14		2	3		1		4**	2		1
7. City of Detroit	42	18	6	4	4		1	5	2	2		
8. Downriver Community	29	12	3	2	5		1	1	4**	1		
9. Eastern UP	18	8	3	1	1		1	1	3			
10. Genesee/Shiawassee	33	14	3	3	4		1	1	5	1		1
11. Central Area Eight CAP	25	9	4	3	1	1	1		4**	1		1
12. Region II	19	8	2	1	2		1	1	3	1		
13. Thumb Area	31	12	4	1	2	3	1	1	5**	2		
14. Kalamazoo/St. Joseph	31	10	6	1	2		1		3	2	1	5
15. GRAET (Grand Rapids)	22	9	3	2	2	1	1	1	2	1		
16. West Central Michigan	19	7	3	1	1	1	1	1	3	1		
17. Lansing Tri-County	25	10	2	2	3	1	1	1	3**	1	1	
18. Washtenaw/Ann Arbor/Livingston	38	19	4	1	1	1	1		5**	3	3	
19. Macomb/St. Clair	37	9	10	2	3	1	1	2	4**	1	4	
20. Muskegon/Oceana	21	11		1	1		1	1	4**	1		1
21. Northeast Michigan	31	18		2	2	1	1	1	3**	2	1	
22. Northwest Michigan	25	17		1	1	1	1	1	2	1		
23. Balance of Oakland	38	17	3	2	3	1	1	4	6**	1		
24. Greater Pontiac Area	37	19	2	3	2		1	1	8**	1		
25. Wayne County	35	14	4	3	5		1		4**	1	3	
26. Western UP	16	9		1	1		1	1	2	1		
TOTALS:	748	313	92	47	60	16	26	32	101	38	14	9

*Does not reflect vacancies.

**Includes secondary vocational education director and/or postsecondary occupational dean representation.

JTPA TITLE II-A - 78% TRAINING
SPECIALIZED TRAINING PROGRAMS FOR TARGETED POPULATIONS
(1986)

Name of SDA	Try-Out Employ.	Cust. Trng. w/B&I	Teen Parent	Youth Dropout	Part. w/ Foundations	Career Expl. & Employ.	Develop-mental	Adult Dropout	Offen-ders	Handi-capped
1. Ottawa/Allegan		X						X	X	X
2. Region 7B	X	X		X		X	X	X	X	X
3. Barry/Branch/Calhoun	X	X	X			X	X	X		X
4. Saginaw/Bay/Midland	X	X		X		X		X	X	X
5. Berrien/Cass/Van Buren	X	X	X	X	X	X	X	X	X	X
6. Six County Central UP		X	X	X		X		X	X	X
7. City of Detroit		X	X	X		X		X	X	X
8. Downriver Community			X	X				X	X	X
9. Eastern UP		X		X		X		X	X	X
10. Genesee/Shiawassee	X	X	X	X		X	X	X		X
11. Central Area Eight CAP		X		X		X				X
12. Region II	N/A									
13. Thumb Area						X			X	
14. Kalamazoo/St. Joseph	X	X		X	X	X	X	X		
15. GRAETE (Grand Rapids)	X		X						X	X
16. West Central Michigan	X	X				X				X
17. Lansing Tri-County	X	X	X	X	X	X		X	X	X
18. Washtenaw/Ann Arbor/Livingston	X		X	X				X	X	X
19. Mecomb/St. Clair		X		X		X				X
20. Muskegon/Oceana	X	X		X		X		X	X	X
21. Northeast Michigan	X			X		X		X	X	X
22. Northwest Michigan		X	X	X		X	X	X	X	X
23. Balance of Oakland	X	X		X		X		X	X	X
24. Greater Pontiac Area	X	X		X			X			
25. Wayne County										X
26. Western UP	N/A									
TOTALS:	**14 (53%)**	**18 (69%)**	**10 (38%)**	**18 (69%)**	**3 (11%)**	**18 (69%)**	**7 (26%)**	**17 (65%)**	**16 (61%)**	**21 (80%)**

JTPA TITLE II-A - 78% TRAINING
SDA CONTRACTS AND PROVIDERS*
(1986)

Name of SDA	# of clients	Amount of $	Contract Unit cost	Contract Perf. based	K-12	Voc. Ctr.	Comm. Col.	4-yr. Col.	Prv. Sch.	Rhb. Ctr.	ISD	CBO	Gov't.	Prv. Emp.
1. Ottawa/Allegan	826	$ 973,343		12	1	1			4		2	4		
2. Region 7B	303	457,578		12	6		3	1	1			1		
3. Barry/Branch/Calhoun	870	1,698,312	17				2		7	1	2	5		
4. Saginaw/Bay/Midland	2,612	1,938,426	21	19	6				22	3	4	1	4	
5. Berrien/Cass/Van Buren	1,315	1,621,682	2	30	11		5		5	2	4	5		
7. City of Detroit	7,977	10,907,242	8	70	6		10	4	40			17	1	
8. Downriver Community	1,183	2,926,719	1	20		2	2	1	12			4		
11. Central Area Eight CAP	414	387,645		13	1		1	1	4	1	3	2		
14. Kalamazoo/St. Joseph	1,374	1,153,120		10			1	2	2		4	1		
18. Washtenaw/Ann Arbor/Livingston	738	1,268,074		33	7	4	4		10		1	4		
19. Macomb/St. Clair	888	1,385,044		23	20	2					1			
20. Muskegon/Oceana	1,154	1,066,522		3	1	1						1		
21. Northeast Michigan	255	317,664		8	3						3	2		
23. Balance of Oakland	1,424	3,302,960		72	20			1	41			10		
25. Wayne County	1,142	3,188,406	1	17	2	3	1		1		1	9		
26. Western UP	737	735,471	2	5			2	1	1			2		1
TOTALS:	23,212	$33,328,208	52	347	84	13	31	11	150	7	25	68	5	1

*10 of the SDAs did not have data available for this format.

JTPA TITLE II-A - 78% TRAINING
TYPES OF TRAINING BY PROVIDERS*
(1986)

	OJT	Work Experience Limited	Work Experience Reg.	Placement	Classroom Related Training Occup.	Classroom Related Training Other	EDP	Remedial Basic Ed.	Est. No. Served Youth	Est. No. Served Adults	Est. Amt. of $	Contract Cost Reimb.	Contract Perf. Based
SDA #1													
a. Vocational Center					1				104		$ 174,000		1
b. Local High School				1					112		127,596		1
c. Private School					4				58	77	192,860		4
d. Community Based Organ.				3			1		45	214	241,490		4
e. ISD							2		216		237,397		2
SDA #2													
a. Local High School	1			3			1	1	147		261,142		6
b. Community College	2				3					49	82,524		3
c. 4-yr. College					1					23	47,066		1
d. Private School					1					2	2,800		1
e. Community Based Organ.								1	41	41	64,046		1
SDA #3													
a. Vocational Center					1				4		14,250	1	
b. Community College					2					30	91,879	2	
c. Private School					1				196	70	358,916	8	
d. Rehabilitation Center					1					3	9,901	1	
e. Community Based Organ.	1			2			1		40	497	1,135,489	4	
f. ISD				1					30		87,869	1	
SDA #4													
a. Local High School			2	1			2	1	877		379,114	3	3
b. Private School				3	16		2	1		1,025	785,065	13	9
c. Rehabilitation Center			1	1	1					70	25,650	1	2
d. Community Based Organ.			1						240		298,031		1
e. Government				2	1		1		98		180,220		4
SDA #5													
a. Local High School				3	2		2	4	293		354,572		11
b. Community College				1	3			1		485	573,250		5
c. Private School					5					114	228,440		5
d. Rehabilitation Center					2					42	38,540		2
e. Community Based Organ.				1	2			2	180	40	182,000	2	3
f. ISD				3			1		161		244,880		4
SDA #7													
a. Local High School			1	1	1				2,788			3	3
b. Community College					3		1	1		280		5	5
c. 4-yr. College					3			1		160			4
d. Private School	3		1	2	28			6	84	3,012			40
e. Community Based Organ.									603	925			17
f. Government				1						125			1

Chart #4

	OJT	Work Experience Limited	Work Experience Reg.	Placement	Classroom Related Training Occup.	Classroom Related Training Other	EDP	Remedial Basic Ed.	Est. No. Served Youth	Est. No. Served Adults	Est. Amt. of $	Contract Cost Reimb.	Contract Perf. Based
SDA #8													
a. Vocational Center					1			1	30		88,250		2
b. Community College					2					22	124,772		2
c. 4-yr. College					1					16	62,955		1
d. Private School					12					202	875,146		12
e. Community Based Organ.				2	1		1		650	263	1,775,596	1	3
SDA #11													
a. Local High School								1	6		10,800		1
b. Community College					1				2	10	12,600		1
c. 4-yr. College					1				26	39	123,315		1
d. Private School					4				39	93	170,130		4
e. Rehabilitation Center	1									26	40,000		1
f. Community Based Organ.				1						50	30,800		2
g. ISD				3	2		1		123	82	252,626		3
SDA #14													
a. Community College					1					85	73,200		1
b. 4-yr. College							2		90	144	155,500		2
c. Private School	1				1					323	300,000		2
d. Community Based Organ.					1					42	40,000		1
e. ISD	1		1		2				690		584,420		4
SDA #18													
a. Vocational Center					3		1		40	55	162,204		4
b. Local High School				2			4	1	125	44	261,395		7
c. Community College					4					44	73,214		4
d. Private School				1	5		4		156	117	618,631		10
e. Community Based Organ.				1			3		51	6	61,230		4
f. ISD							1		100		91,400		1
SDA #19													
a. Vocational Center					1		1		122		136,480		2
b. Local High School				2	5		7	6	427	315	1,225,403		20
c. Community Based Organ.							1			24	23,161		1
SDA #20													
a. Vocational Center					1				292	440	730,187		1
b. Local High School		1							120		49,000		1
c. Community Based Organ.	1									302	287,335		1

Chart #4 cont.

	OJT	Work Experience Limited	Work Experience Reg.	Placement	Classroom Related Training Occup.	Classroom Related Training Other	EDP	Remedial Basic Ed.	Est. No. Served Youth	Est. No. Served Adults	Est. Amt. of $	Contract Cost Reimb.	Contract Perf. Based
SDA #21													
a. Local High School							3		60		$ 72,506		3
b. Community Based Organ.							1	1	20	16	51,375		2
c. ISD				3			1	1	159		193,783		5
SDA #23													
a. Local High School	5				9		6		491	105	1,079,464		20
b. 4-yr. College							1			50	15,000		1
c. Private School					41					433	1,381,919		41
d. Community Based Organ.	4				4		2			345	826,577		10
SDA #25													
a. Vocational Center					3				155		491,636		3
b. Local High School									56		104,200		2
c. Community College										23	37,500		1
d. Private School										11	70,872		1
e. Community Based Organ.										847	2,420,998		9
e. ISD									50		63,200	1	
SDA #26													
a. Community College					2					28	32,000		2
b. 4-yr. College					1					10	30,000		1
c. Private School										2	10,000		1
d. Community Based Organ.	1		1						597		615,471	2	
e. Private Employers					1					100	48,000		1
TOTALS:	21	1	8	44	192	0	54	30	10,994	11,998	22,403,238	48	345

*10 of the SDAs did not have data available for this format.

Chart #4 cont.

JTPA Title II-A - Education Coordination and Grants Program
(1986)

I. 8% FUNDS

The Job Training Partnership Act (P.L. 97-300) mandates a special fund be set-aside which enables the Michigan State Board of Education to carry-out programs authorized under Section 123. The Education Coordination and Grants Program funds represent 8% of the Title II-A funds allocated to Michigan and is part of the Governor's 22% set-aside. There is approximately eight million dollars available for the State of Michigan's 8% JTPA Training Grants which require a dollar for dollar match.

Eighty percent of the Education and Grants Program funds are used by the educational system to provide education and training and related services to JTPA eligible participants. Twenty percent of the funds are to facilitate the coordination of education and training services for eligible participants through cooperative agreements. Each Service Delivery Area may receive up to $30,000 for local Coordination Grants.

Designated Education Planning Entity (DEPE)

At the onset of JTPA, the Department of Education established with JTPA officials a Designated Education Planning Entity (DEPE) system. The system is comprised of education representatives and local JTPA officials who plan for the use of the 8% funds. Their planning results in a cooperative agreement that targets priority populations to be served and specifies how the agreement enhances the area's overall job training plan.

The thrust of the 8% Plan is to arrange the resources of educational agencies and institutions to help train and retrain the work force as a part of the state's overall economic development strategy. The continuing intent of the DEPE process is to involve the education sector prior to the new program year so that educational resources can be identified and arranged.

In some Service Delivery Areas the DEPE's primary function may be that of facilitating the planning process, while in others it may be the actual development of the Cooperative Agreement. In either case, the DEPE should assure input from a cross section of educational agencies and delivery systems. Coordination with the ongoing activities of local JTPA officials in the planning process is critical, particularly in regards to coordination activities and issues of non-duplication.

Summary of the Findings

- The administrative entity and grant recipient for the 8% Coordination Grants were: intermediate school districts (13); Service Delivery Areas (9); and community colleges (4).

- The make-up of the local DEPE Chair covered six different categories: secondary education staff (35%); superintendents (27%); vocational education directors (19%); college presidents (11%); community college occupational deans (4%); and postsecondary staff (4%).

- Contact people for 8% Coordination and Training Grants represented seven different categories: Secondary education staff (35%); SDA staff (31%); vocational education directors (15%); community college occupational deans (7%); college presidents (4%); postsecondary staff (4%); and superintendents (4%).

- The Coordination Grants ($30,000) were being utilized by 19 of the DEPEs for local personnel to administer the 8% activities.

- The Request for Proposal (RFP) process was implemented by 19 of the DEPE committees, while 7% implemented a similar RFP process through their SDA. PICs review RFPs and recommend meritorous projects to the Michigan Department of Education for approval.

The following findings are based on Chart #5, page 19:

- Some form of training and placement services were being provided to approximately 7,700 JTPA clients of which 54% are in the youth category. The youth are primarily represented by "at risk" categories of: Dropout, dropout prone, or the handicapped.

- Over 16.2 million dollars (both federal and local match) were used to train youth, adults, and special populations.

- Of the 174 training grants, only 25% were performance based grants while the remaining were unit based grants. Initially local educational agencies were hesitant toward getting involved with performance contracts since the school system might have to pay the cost if a performance standard wasn't achieved. The State Department of Education often advised educators not to develop performance based contracts initially because of the lack of any guidelines governing matching requirements. Unit based grants led easily to an audit trail; whereas performance based grants did not. Their primary mission was to encourage coordination with JTPA. The percentage of performance based contracts have increased annually as education agencies become more familiar with them.

- Service providers for the 8% training grants were: K-12 (34%); private schools (21%); ISDs (17%); community colleges (9%); community based organizations (8%); vocational centers (7%); four-year colleges (3%); and rehabilitation centers (1%).

The following findings are based on Chart #6, page 20:

- Of the 8% training dollars, 46% were used for vocational-technical education classroom training programs.

- On-the-Job Training (OJT), work experience and placement services accounted for another 21% of 8% training dollars.

- Employability Development Plans accounted for 21% of the training funds while Basic Remedial Education received only 10% of the training monies.

TITLE II-A - 8% EDUCATION COORDINANTION AND GRANTS PROGRAM
SDA CONTRACTS AND PROVIDERS
(1986)

Name of SDA	# of clients	Amount of $	Contract Unit cost	Contract Perf. based	K-12	Voc. Ctr.	Comm. Col.	4-yr. Col.	Prv. Sch.	Rehab. Ctr.	ISD	CBO
1. Ottawa/Allegan	346	$ 106,585	3	3		1					5	
2. Region 7B	83	121,973		3	3							
3. Barry/Branch/Calhoun	151	165,742	3	4	3	1	1		1		1	
4. Saginaw/Bay/Midland	356	437,866	15		3				9	2	1	
5. Berrien/Cass/Van Buren	661	289,574	4	6	5	2	3					
6. Six County Central UP	429	138,249	8		3	2					3	
7. City of Detroit	930	1,694,976	17					2	7			8
8. Downriver Community	347	250,380	5		3						2	
9. Eastern UP	150	72,949		1								1
10. Genesee/Shiawassee	324	467,501	4		1		1				2	
11. Central Area Eight CAP	191	170,163		3							3	
12. Region II	402	246,439	4	2	4	1		1				
13. Thumb Area	346	189,460	4		1	3						
14. Kalamazoo/St. Joseph	126	183,000		2			2					
15. GRAETE (Grand Rapids)	151	315,451	3		2		1					
16. West Central Michigan	131	102,113	5	1	3		1				2	
17. Lansing Tri-County	187	524,658		7			1		3		3	
18. Washtenaw/Ann Arbor/Livingston	415	195,730		5	1		1				2	1
19. Macomb/St. Clair	557	734,997	17		6	1	1		8		1	
20. Muskegon/Oceana	212	140,517		1			1					
21. Northeast Michigan	147	134,157	8		2						3	3
22. Northwest Michigan	150	218,207	1								1	
23. Balance of Oakland	478	471,340	16		7		1	1	7			
24. Greater Pontiac Area	117	153,925	6		5		1					
25. Wayne County	228	474,446	2	4	3	1	1					1
26. Western UP	157	60,603	4	3	4			1	1		1	
TOTALS:	7,772	$8,061,001	129	45	59	12	16	5	36	2	30	14

TITLE II-A - 8% EDUCATION COORDINATION AND GRANTS PROGRAM
TYPES OF TRAINING BY PROVIDER
(1986)

		Work Experience			Classroom Related Training				Est. No. Served			Contract	
	OJT	Limited	Reg.	Placement	Occup.	Other	EDP	Remedial Basic Ed.	Youth	Adults	Est. Amt. of $	Cost Reimb.	Perf. Based
SDA #1													
a. Vocational Center						1			35		$ 35,000		X
b. ISD		1		2	1		1		311		71,585		X
SDA #2													
a. Local High School					1	1		1		83	121,973		X
SDA #3													
a. Vocational Center				1					36		13,500		X
b. Local High School							3		69		33,250	X	
c. Community College					1					15	48,759		X
d. Private School					1					10	33,233		X
e. ISD								1		21	37,000		X
SDA #4													
a. Local High School			1		2				95		77,505	X	
b. Private School	1				8				40	111	242,098	X	
c. Rehabilitation Center			1		1					70	23,663	X	
d. ISD			1						40		94,600	X	
SDA #5													
a. Vocational Center							1		33		39,600		X
b. Local High School							4		265		106,000		X
c. Community College					2			1		220	83,512	X	
d. ISD					1		1		143		60,462	X	X
SDA #6													
a. Vocational Center				1			1			148	45,870	X	
b. Local High School					1		1	1	75		32,605	X	
c. ISD				1			2		206		59,774	X	
SDA #7													
a. 4-yr. College					2					49	83,274	X	
b. Private School					7				30	295	348,843	X	
b. Community Based Organ.	1	1			6				196	360	1,262,859	X	
SDA #8													
a. Local High School							2	1	170		144,042	X	
b. ISD					1		1		177		106,338	X	
SDA #9													
a. Community Based Organ.			1						150		72,949		X
SDA #10													
a. Local High School		1							125		167,811	X	
b. Community College				1					80		76,300	X	
c. ISD	1						1		119		223,390	X	

	OJT	Work Experience Limited	Work Experience Reg.	Placement	Classroom Related Training Occup.	Classroom Related Training Other	EDP	Remedial Basic Ed.	Est. No. Served Youth	Est. No. Served Adults	Est. Amt. of $	Contract Cost Reimb.	Contract Perf. Based
SDA #11													
a. ISD				1	2				191		$ 170,163		X
SDA #12													
a. Vocational Center					1					80	46,677	X	
b. Local High School							2	2		292	154,814	X	X
c. 4-yr. College							1			30	44,948		X
SDA #13													
a. Vocational Center					1		1	1	230		137,265	X	
b. Local High School							1		116		52,195	X	
SDA #14													
a. Community College					2					126	183,000		X
SDA #15													
a. Local High School		2							130		204,383	X	
b. Community College					1					21	111,068	X	
SDA #16													
a. Local High School					2			1	22	30	58,203	X	
b. Community College	1									15	24,000	X	
c. ISD			1				1		64		19,910	X	X
SDA #17													
a. Community College					1					38	74,792		X
b. Private School					3					94	242,960		X
c. ISD					3					55	206,906		X
SDA #18													
a. Local High School							1		30		26,922		X
b. Community College				1						190	19,528		X
c. Community Based Organ.								1		25	42,750		X
d. ISD							2		170		106,530		X
SDA #19													
a. Vocational Center				1					100		39,930	X	
b. Local High School			2		1		1	2	158	40	277,839	X	
c. Community College								1		90	115,466	X	
d. Private School					7			1		134	236,397	X	
e. ISD						1			35		65,365	X	
SDA #20													
a. Community College					1					212	140,517		X

Chart #6 cont.

	OJT	Work Experience Limited	Work Experience Reg.	Placement	Classroom Related Training Occup.	Classroom Related Training Other	EDP	Remedial Basic Ed.	Est. No. Served Youth	Est. No. Served Adults	Est. Amt. of $	Contract Cost Reimb.	Contract Perf. Based
SDA #21													
a. Local High School							2		20		$ 18,970	X	
b. Community Based Organ.				1			1	1	40	20	34,629	X	
c. ISD			3						67		80,558	X	
SDA #22													
a. Vocational Center					1			1		150	218,207	X	
SDA #23													
a. Local High School				5	1			1	185		112,198	X	
b. Community College					1					80	35,073	X	
c. 4-yr. College					1					80	36,942	X	
d. Private School					7					133	287,127	X	
SDA #24													
a. Local High School			2				2	1	105		102,451	X	
b. Community College					1					12	51,474	X	
SDA #25													
a. Vocational Center					1				35		93,135		X
b. Local High School					1			1		52	80,823		X
c. Community College					1					25	37,500		X
d. Community Based Organ.	1									66	200,000	X	
e. ISD			1						50		62,988	X	
SDA #26													
a. Local High School				1			3		117		34,459	X	
b. 4-yr. College				1						12	11,970		X
c. Private School				1						18	9,474		X
d. ISD	1								10		4,700		X
TOTALS:	6	5	13	18	75	3	36	19	4,270	3,502	$8,061,001	45	30

Chart #6 cont.

Overall Coordination Between the Perkins Act and JTPA
(OTHER THAN THE 8% SET-ASIDE)

This section of the Statewide Case Study is based on responses from on-site interviews in all 26 SDAs with JTPA administrators and with vocational education administrators (secondary and postsecondary) to determine their perceptions relative to the adequacy and effectiveness of coordination between the Perkins Act and JTPA other than the 8% set-aside specifically for coordination.

A summary of the findings are:

- A majority of SDAs do not have a staff person officially assigned to coordinate JTPA with vocational education.

- Most of the vocational educators believe that the 8% Designated Education Planning Entity (DEPE) is the person from education specifically assigned to coordinate with the SDA. However, it is only recently that the DEPE has been coordinating beyond the 8% set-aside activities.

- Approximately one half of the SDAs have PIC members (other than vocational education members) on the Career Education Planning District (CEPD) Council or on local advisory/craft committees.

- Sixty-four percent (64%) of the vocational educators indicated that the local vocational education application described coordination with JTPA programs to avoid duplication. However, it appears that more postsecondary vocational education institutions have such narratives. Presently, most secondary institutions only provide an assurance that programs have been coordinated.

- Only nineteen percent (19%) or five of the PICs have reviewed and commented on the local vocational education application. However, SDA staff may be reviewing the applications for the PIC.

- All of the Job Training Plans are made available for comment; however, the level of dissemination may not be satisfactory.

- Mechanisms or activities that assist coordination between the SDA and vocational education include: joint meetings, cooperative agreements and good communication.

- During the first 18 months of the Perkins Act, the 8% Education Coordination Grants had little effect on collaborative efforts between JTPA and Vocational Education other than activities relating to the 8%. Recently there has been an increase in the number of SDAs, DEPEs, and vocational educators working as a team. Presently, approximately 17 or sixty-six percent (66%) of the SDAs and vocational educators are working cooperatively.

- "Quik Start", Dropout, Single Parent, and Special Needs programs are examples where JTPA and Perkins Act funds have been integrated to provide better client services.

- Factors encouraging coordination efforts between the SDA and vocational education (VE) agencies are: communication, dedication, and the participation of vocational educators on the PIC.

- Factors inhibiting coordination efforts between the SDA and VE agencies are: lack of understanding of JTPA or the Perkins Act, lack of incentives to coordinate, lack of information, and lack of interest.

- Both job training providers and vocational educators rated both the adequacy and the effectiveness of their coordination a 7 on a scale of 1-10, with 10 being high.

- There is minimal overlap or duplication of services between JTPA and VE. When there is duplication of services, it is primarily with job placement.

- Better service to clients has been the benefit derived from the coordination between JTPA and VE.

- The SDAs rated (on a scale of 1 - 10 with 10 being high) the effectiveness of VE, as a component in the delivery of employment and training services, a 6.3 at the secondary level. An average rating of 7.5 was given to the postsecondary level. However, vocational educators gave themselves a rating of 7.8 at the secondary level and postsecondary vocational educators rated their effectiveness a 7.

- A majority of the SDAs have at least one vocational agency providing some type of training at either the postsecondary or secondary level. The lack of interest by vocational educators in applying for JTPA grants was a concern of the SDA Directors. Whereas, vocational educators stated that lack of communication was the only reason why VE agencies were not providing training.

- SDA staff indicated that: communication, knowledge of the JTPA system, and providing technical assistance to vocational educators on writing proposals, would make the linkages between JTPA and VE more effective. Vocational educators felt their participation on the PIC, better communication, and the simplification of intake procedures, would make the linkages more effective.

Conclusions and Recommendations

In summary, for program year 1986, it appears that the status and coordination between vocational education and JTPA including the utilization of the vocational education program delivery systems for training is as varied as any continuum. There are SDAs where the vocational educators and job training providers have achieved effective results and there are others where coordination is minimal.

Based on the information gathered from on-site interviews with PIC members, SDA staff, 8% staff (DEPE), and vocational educators; and a review of pertinent information such as plans and reports, a statewide case study has been developed. The purpose of the Case Study is to summarize activities taking place across the state relative to Title II-A 78% funds, 8% funds and overall coordination. The summary includes activities involving vocational education where appropriate. Equally important are the findings based on each group's perceptions of their overall coordination efforts. From this Statewide Case Study, the Michigan Council on Vocational Education makes the following conclusions and recommendations:

CONCLUSIONS

(1) The basic structure of the Perkins Act and JTPA inhibits coordination. Although there are some similarities between both pieces of federal legislation, there are significant differences. The following are some examples: (a) JTPA is allocated almost four times more federal funds than the Perkins Act; (b) JTPA primarily serves economically disadvantaged youth and adults, while the Perkins Act seeks to serve all youth and adults and targets a significant portion of its basic grant to serve six special population groups including a percentage of funds assigned by population. Over half of these targeted funds must be matched with state and local funds; and (c) JTPA is outcome driven and the Perkins Act is program driven. The impact of these differences alone is significantly increased when the legislation is implemented at the local level.

(2) At the state level, the mission and policies of the various state agencies along with their funding sources and geographic boundaries, inhibit effective coordination between vocational education and JTPA. These factors do not preclude coordination but certainly make it difficult. State agencies in Michigan have made significant progress with coordination efforts during the incubation period of both federal acts; however, state level leadership is still too limited in providing assistance to local delivers to overcome the barriers or provide alternatives, or models for alleviating the situation. Currently there is not a statewide system for coordinating and integrating education and employment training programs. However, there are numerous effective education and job training programs. With state leadership, most of these programs could leverage their resources and integrate their services to become interdependent components of a statewide system with common goals and measurable outcomes.

(3) Communication and coordination have visibly increased between vocational education and JTPA in spite of some of the inherent barriers. One of the factors that significantly increases coordination is the participation of secondary and postsecondary vocational educators on the PIC and conversely PIC members serving on CEPD Councils and/or local advisory/craft committees. This is occurring in approximately one half of the SDAs.

(4) Seventeen of the grant recipients for the 8% coordination grants are educational agencies. However, the remaining nine grantees are SDAs. This situation appears inconsistent with the purpose of facilitating coordination and assuring joint participation of education with JTPA. The advantages or disadvantages for this situation are unclear at this time and need further study.

(5) JTPA administrators, educators (including vocational educators) share information or review each others plans, but effective joint planning appears to be minimal. Secondary vocational education's annual applications only provide assurance that there is planned coordination between vocational education and JTPA. Postsecondary vocational education's annual application tend to have a description of coordination efforts, yet few PICs have indicated that they have reviewed and commented on the plan. Conversely, Job Training Plans are made available for comment. However, the level of dissemination may not be satisfactory.

(6) Presently, Michigan provides a broad array of education and employment training programs. While these programs provide important services, they have not been integrated into a coherent system that people can easily find or understand. Clients have become extremely discouraged, particularly with having to go through an assessment process for each program they want or need to access. The duplication of paperwork required of each program is not only frustrating but inefficient. Thus, adjustment of the process needs to be addressed.

(7) It appears on the surface that area vocational centers and community colleges participation, with either the 78% or 8% training components of JTPA, is very low. Community colleges received 8% of the 78% training grants and 9% of the 8% grants. Vocational centers received 8% of the 78% training grants and 7% of the 8% grants. These percentages may be higher if intermediate school districts are subcontracting with community colleges and/or vocational centers. At this time rationale for this condition is undetermined and needs further study.

(8) There are SDAs where coordination between vocational education and JTPA appear to have been effective either for planning, specific populations, programs services, and/or leveraging of resources. These SDAs need to be recognized and their successful activities used as models for adaptation.

RECOMMENDATIONS

(1) The U. S. Congress should amend the Perkins Vocational Education Act and the Job Training Partnership Act to include, where appropriate, complementary purposes, terminology, goals/standards, and evaluation criteria/measurable outcomes.

(2) In the meantime, the Governor of Michigan, as part of his economic development strategy, should establish an accessible education and employment training system which includes complementary State policies, purposes, terminology, goals and measurable outcomes. Technical assistance, financial incentives and rewards for performance, should be established to assist local providers in overcoming coordination barriers by leveraging resources and the integration of services resulting in an accountable education and employment training system.

(3) The State Board of Education and the Michigan Job Training Coordinating Council should assist education agencies and service delivery areas, respectively, to implement the intent of the legal requirements established in the Carl Perkins Vocational Education Act and the Job Training Partnership Act, particularly as it relates to coordination and joint planning between the two Acts.

(4) The State Board of Education and Michigan Job Training Coordinating Council should establish policies which will assure coordination between Vocational Education and JTPA to eliminate unnecessary duplicative activities, leading to an integration of program activities and services. Such a policy should strongly encourage that a secondary and postsecondary vocational educator serve on the PIC and conversely that PIC members serve on CEPD Councils and/or local advisory/craft committees. A second policy should strongly encourage that the PIC two-year plan, the 8% plan and the vocational education annual application include a description of the process and outcomes of joint planning efforts. Also, each plan/application should include all comments made about each plan, as well as responses.

(5) The Michigan Job Training Coordinating Council should address the JTPA intake and assessment process, relative to its accessibility, potential duplication and fragmentation of services. Consideration should be given to establishing a common intake and assessment system which includes consistent eligibility criteria, applications, assessment items, and employability development plans, which can be shared with all appropriate agencies providing services to clients.

(6) The State Board of Education and the Michigan Job Training Coordinating Council should identify model SDA programs where coordination between job training providers and vocational educators has been effective to the extent of integration of program services. Incentives should be provided to other appropriate entities for the successful adoption or adaptation of model programs.

(7) The State Board of Education and the Michigan Job Training Coordinating Council should jointly provide technical assistance, including regional inservice workshops, for job training providers and vocational educators to encourage them to more actively coordinate their activities, which should lead to the integration of services and elimination of unnecessary duplicative activities.

(8) The Michigan Council on Vocational Education should conduct further study on: the criteria for selecting grant recipients for the 8% education/coordination grants which impact joint planning and delivery of services; and to determine the reason for the limited participation of area vocational centers and community colleges in providing training services for the JTPA 78% and 8% funds.

Appendices

APPENDIX A

ACRONYMS AND DEFINITIONS

Adequate	Satisfies a requirement, barely satisfactory or sufficient. (dictionary definition)
Administrative Entity	An agency organization or individual designated by the private industry council and the chief elected officials as the administrator of the Job Training Program and Plan in a service delivery area pursuant to Section 103(b)(1)(B) of JTPA.
Adult Program	Vocational education for persons who have already entered the labor market or who have completed or left high school and who are not described in the definition of "postsecondary programs."
Area Vocational Education School	(a) A specialized high school used exclusively or principally for the provision of vocational education to persons who are available for study in preparation for entering the labor market; or (b) The department of a high school used exclusively or principally used for providing vocational education in no less than five different occupational fields to persons who are available for study in preparation for entering the labor market; or (c) A technical or vocational school used exclusively or principally for the provision of vocational education to persons who have completed or left high school and who are available for study in preparation for entering the labor market; or (d) The department or division of a junior college or community college or university operating under the policies of the State Board which provides vocational education in no less than five different occupational fields, leading to immediately employment but not necessarily leading to a baccalaureate degree, if: (1) The vocational programs are available to all residents of the state or an area of the state designated and approved by the State Board; and (2) In the case of a school, department, or division described in (c) or (d), it admits as regular students both persons who have completed high school and persons who have left high school.

Acronyms and Definitions

CEO	Chief Elected Official
CEPD	Career Education Planning District
Classroom Training	This program activity is any training of the type normally conducted in an institutional setting and designed to provide individuals with the technical skills and information required to perform a specific job or group of jobs. It may also include training designed to enhance the employability of individuals by upgrading basic skills through the provision of courses such as remedial education, training in the primary language of persons with limited English language proficiency, or English-as-a-second-language training.
Community-Based Organization	A Community-Based Organization is any such organization of demonstrated effectiveness described in Section 4(5) of the Job Training Partnership Act which states: "(5) The term 'community-based organizations' means private nonprofit organizations which are representative of communities or significant segments of communities and which provide job training services, for example, Opportunities Industrialization Centers, the National Urban League, SER-Jobs for Progress, United Way of America, Mainstream, the National Puerto Rican Forum, National Council of LaRaza, 70.001, Jobs for Youth, organizations operating career intern programs, neighborhood groups and organizations, community action agencies, community development corporations, vocational rehabilitation organizations, rehabilitation facilities (as defined in section 7(10) of the Rehabilitation Act of 1973), agencies serving youth, agencies serving the handicapped, agencies serving displaced homemakers, union-related organizations, and employer-related nonprofit organizations, and organizations serving nonreservation Indians (including the National Urban Indian Council), as well as tribal governments and Native Alaskan groups."
Community College	Community colleges serve as postsecondary area vocational education institutions. In areas where community colleges do not exist, a public four-year institution may be designated to offer vocational-technical education until such time as community college districts are established.

Acronyms and Definitions

Community College (continued)	The community college provides for the vocational-technical education needs of persons who have completed or left high school. This includes persons wishing to continue a vocational education program initiated at the secondary level to prepare for a new occupation and persons wishing to pursue supplemental education to maintain or stabilize employment in their chosen occupation.
Coordination	To work together harmoniously in a common action or effort. (dictionary definition)
Designated Education Planning Entity	The public education agency locally designated to insure that all educational institutions within an SDA have an opportunity to participate in the development of the cooperative agreement.
Economic Development	The process of managing physical, natural, financial, and human resources to retain and create jobs which come from retention, revitalization, and/or expansion of existing business; as well as the generation of new business.
Economic Development Agency	A local planning and zoning commission or board, community development agency, or other local agency or institution responsible for regulating, promoting, or assisting in local economic development.
EDP	Employability Development Plan is a written plan that sets forth the student's career goals, identifies ways of attaining those goals, and documents the education, skills, and experiences attained in line with those goals. The Michigan Department of Education requires that these plans include career awareness, basic skills, positive work habits, and employability skills.
Economically Disadvantaged	An individual who (a) receives, or is a member of a Disadvantaged family which receives cash welfare payments under a Federal, State, or local welfare program; (b) has, or is a member of a family which has received a total family income for the six-month period prior to application for the program involved (exclusive or unemployment compensation, child support payments, and welfare payments) which, in relation to family size, was not in excess of the higher of (i) the poverty level determined in accordance with Office of Management and Budget, or (ii) 70 percent of the lower living standard income level; (c) is receiving food stamps pursuant to the Food Stamp Act of 1977;

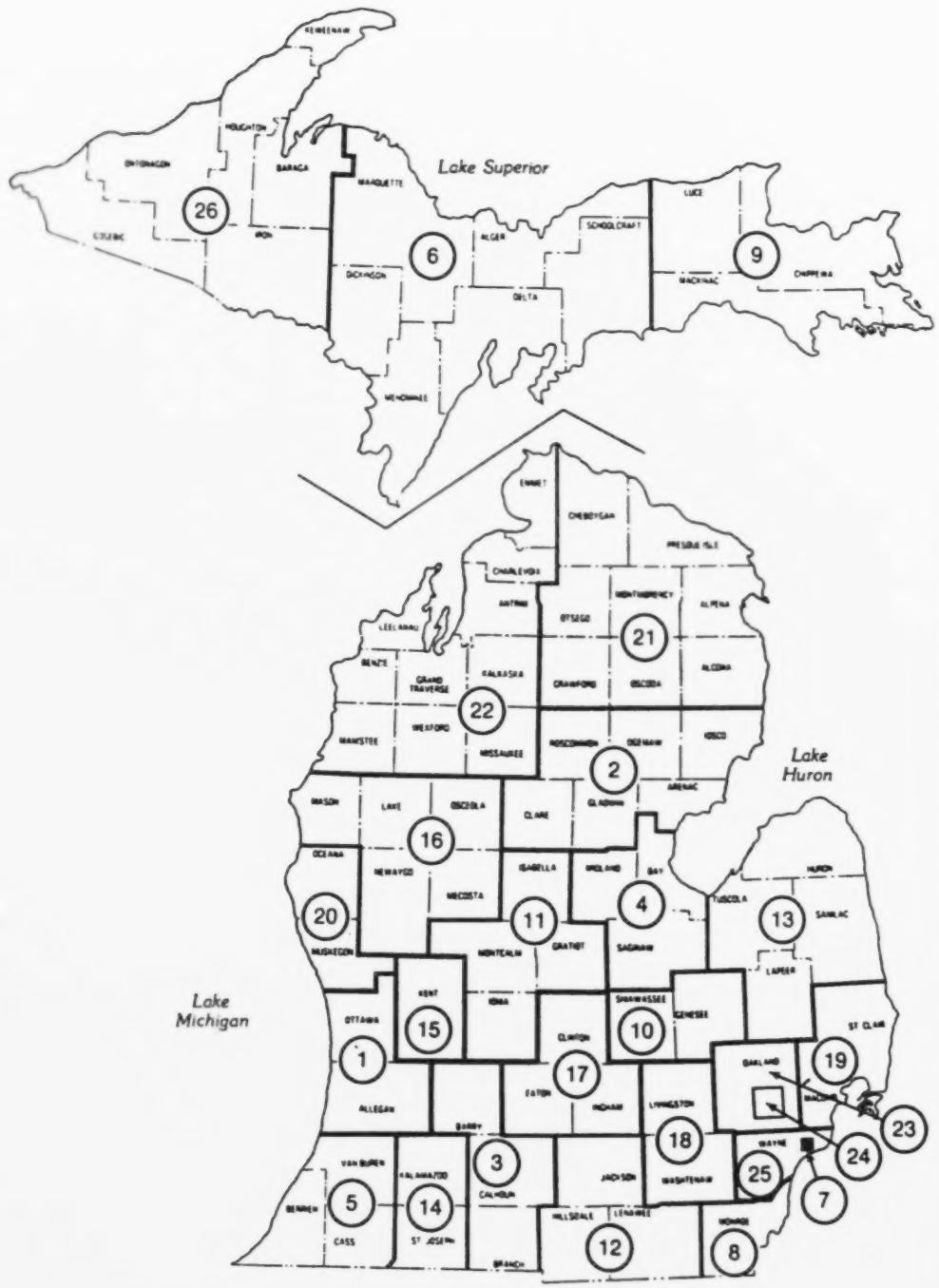
Acronyms and Definitions

Economically Disadvantaged (continued)	(d) is a foster child on behalf of whom State or local government payments are made; or (e) in cases permitted by regulations of the Secretary, is an adult handicapped individual whose own income meets the requirements of clause (a) or (b), but who is a member of a family whose income does not meet such requirements.
Effective	Produced the desired response, or achieved the desired response. (dictionary definition)
Individual Classroom Training Contract	Is a cooperative agreement between a student, education agency and service delivery area on a training program. The contract is composed of the agreement between three parties, general provisions, training schedule and statement of assurances.
LEA/Local Education Agency	Local Education Agencies include a board of education (or other legally constituted local school authority) having administrative control and discretion or public elementary or secondary schools in a city, county, township, school district, or political subdivision of a state; or any other public education institution or agency having administrative control and direction of a vocational education program.
MJTCC	Michigan Job Training Coordinating Council.
OJT	On-the-job training allows an individual to learn a specific occupation or a portion of a job assignment under actual employment conditions "...usually in a business or industry."
PIC	Private Industry Council
Private Sector	Private sector refers to private for-profit employers and other major nongovernmental employees.
Quick Start	Also called "Quik Start". Job training programs custom designed for: (1) New and expanding business/industry, (2) business/industry that is experiencing structural unemployment but that could retain workers if they were re-trained, or business/industry that has training needs due to installation of new machinery, new processes, or manufacturing or a new product.
SDA/Service Delivery Area	A Service Delivery Area is one of 26 geographically designated entities in Michigan which has been identified for purposes of local JTPA funding and administration.

Acronyms and Definitions

Supportive Services	Services which are necessary to enable an individual who is eligible for training but who cannot afford to pay for such services, to participate in a training program. Examples include: child care, transportation, temporary shelter, meals, assistance in securing bonds, legal services, and relocation assistance.
Voc-Ed/ Vocational Education	As defined in the Carl D. Perkins Vocational Act: "(31) The term 'vocational education' means organized educational programs which are directly related to the preparation of individuals in paid or unpaid employment in such fields as agriculture, business occupations, home economics, health occupations, marketing and distributive occupations, technical and emerging occupations, modern industrial and agriculture arts, and trades and industrial occupations, or for additional preparation in a career in such fields, and in other occupations, requiring other than a baccalaureate or advanced degree and vocational student organization activities as an integral part of the program; and for purposes of this paragraph, the term 'organized education program' means only (A) instruction (including career guidance and counseling) related to the occupation or occupations for which the students are in training or instruction necessary for students to benefit from such training, and (B) the acquisition (including leasing), maintenance, and repair of instructional equipment, supplies, and teaching aids; but the terms do not mean the construction, acquisition, or initial equipment of buildings, or the acquisition or rental of land."
Work Experience	A short-term and/or part-time work assignment with a public employer or a private non-profit employer designed to enhance employability of individuals through the development of good work habits and basic work skills. Work experience should be limited to persons who need assistance in becoming accustomed to basic work requirements, including basic work skills, in order to be able to compete successfully in the labor market. Generally, it is for persons who have never worked or who have not worked for an extended period of time.
Youth	Generally means an individual age 16 through 21, although some programs lower the age limit to 14 and others raise it to 18.

JTPA Service Delivery Areas



CAREER EDUCATION PLANNING DISTRICTS

PUBLIC JUNIOR AND COMMUNITY COLLEGES

1. Alpena Community College
2. Bay de Noc Community College
3. C.S. Mott Community College
4. Delta College
5. Glen Oaks Community College
6. Gogebic Community College
7. Grand Rapids Jr. College
8. Henry Ford Community College
9. Highland Park Community College
10. Jackson Community College
11. Kalamazoo Valley Community College
12. Kellogg Community College
13. Kirtland Community College
14. Lake Michigan College
15. Lansing Community College
16. Macomb County Community College
17. Mid Michigan Community College
18. Monroe County Community College
19. Montcalm Community College
20. Muskegon Community College
21. North Central Michigan College
22. Northwestern Michigan College
23. Oakland Community College
24. St. Clair County Community College
25. Schoolcraft College
26. Southwestern Michigan College
27. Washtenaw Community College
28. Wayne County Community College
29. West Shore Community College

SECONDARY AREA VOCATIONAL EDUCATION CENTERS

1. Gogebic Community College (Ironwood)*
2. Ontonagon Area Schools
3. West Iron County Public Schools (Stambaugh)*
4. Dickinson Area Vocational Center (Kingsford)*
5. Bay de Noc Community College (Escanaba)*
6. Manistique Area Schools
7. Sault Area Skill Center (Sault Ste. Marie)*
8. Petoskey Public Schools
9. Alpena Public Schools
10. Traverse Bay Area Vocational Center (Traverse City)*
11. Wexford-Missaukee Area Vocational Center (Cadillac)*
12. Mecosta-Osceola Career Center (Big Rapids)*
13. Bay Arenac Skill Center (Bay City)*
14. Mt. Pleasant Public Schools
15. Newaygo Area Vocational Education Center (Fremont)*
16. Walter C. Averill, Jr. Career Opportunities Center (Saginaw)*
17. Tuscola Area Skill Center (Caro)*
18. Sanilac Career Center (Peck)*
19. St. Clair County Skill Center (Marysville)*
20. Lapeer County Vocational-Technical Center (Attica)*
21. Genesee Area Skill Center (Flint)*
22. Kent Skills Center (East Beltline, Grand Rapids)*
23. Kent Skills Center (Downtown, Grand Rapids)*
24. Mona Shores, Orchard View, Oakridge, Reeths Puffer, Fruitport, Muskegon Public and Muskegon Heights
25. Ottawa Area Vocational Center (Grand Haven)*
26. Lansing Community College
27. Capital Area Career Center (Mason)*
28. Hill Academic and Vocational Center (Lansing)*
29. Northwest Oakland Vocational Education Center (Clarkston)*
30. Northeast Oakland Vocational Education Center (Pontiac)*
31. Southwest Oakland Vocational Education Center (Walled Lake)*
32. Southeast Oakland Vocational Education Center (Royal Oak)*
33. Warren Consolidated Schools Career Preparation Center (Sterling Heights)*
34. Centerline, Fitzgerald, Van Dyke, and Warren Woods Public Schools
35. Crockett Vocational-Technical Center (Detroit)*
36. Golightly Vocational-Technical Center (Detroit)*
37. Randolph Vocational-Technical Center (Detroit)*
38. Brethaupt Vocational-Technical Center (Detroit)*
39. Davis Vocational-Technical Center (Detroit)*
40. Livonia Career Center
41. Taylor Vocational Career Center
42. William D. Ford Vocational-Technical Center (Wayne-Westland Community Schools, Cherry Hill School District (Westland)*
43. Romulus, Van Buren
44. Riverview, Flat Rock, Grosse Isle, Woodhaven, Huron, Gibralter
45. Regional Career Technical Center (Ypsilanti)*
46. Saline, Milan, Manchester, Chelsea and Dexter Public Schools
47. Jackson Area Career Center
48. Calhoun Area Vocational Education Center (Battle Creek)*
49. Van Buren Skill Center (Lawrence)*
50. Branch Area Career Center (Coldwater)*
51. Lenawee Vocational-Technical Center (Adrian)*
52. Utica Public Schools
53. Climax-Scotts, Comstock, Galesburg Augusta, Gull Lake, Parchment, Vicksburg (Comstock)*
54. Montcalm Area Vocational Center (Sidney)*
55. Huron Area Skill Center (Bad Axe)*
56. Ionia County Area Vocational-Technical Education Consortium (Ionia, Lake Odessa, Portland, Saranac, Belding)*

*Location

Additional copies may be obtained from the Michigan Council on Vocational Education, P. O. Box 30008, Lansing, Michigan 48909, (517/373-6407).

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